

## The Effect of Government Policy on the Principal Tasks of Teachers as Current Educators

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### Abstract

Education is a bridge for humans to live their lives in the future. Students will gain knowledge in learning activities in schools. In addition to knowledge, students will also form the characters formed by the teacher in learning activities. The role of the teacher is indeed very influential for the development of students, in addition to providing knowledge. A difficult task must be carried out by a teacher. Is the government policy appropriate or even burden the main tasks of teachers who should focus on delivering subject matter, building moral character? Nowadays, the teacher's task tends to compile reports, making so many administrations. Eventually there were many cases of teachers leaving the class, due to administrative work that was piling up. In this study, the researcher used 20 (twenty) samples of teachers who had become Civil Servants. Many of them are complaining about administrative tasks that are too much, because it is very difficult to divide up the work time and time to face to face with students. The teachers really hope that the Government of Indonesia revises its policy to reorganize so that the administrative tasks of the teacher are not too many, and the main tasks of the teacher can be carried out appropriately, namely face to face with students in presenting the subject matter and forming a good personality.

**Keywords:** *Government Policy, teacher's main tasks.*

### Abstrak

Pendidikan adalah sebuah jembatan bagi manusia untuk menjalani kehidupan di masa yang akan datang. Peserta didik akan memperoleh pengetahuan dalam kegiatan pembelajaran di sekolah. Selain pengetahuan, peserta didik juga akan membentuk karakter yang dibentuk oleh guru dalam kegiatan pembelajaran. Peran guru memang sangat berpengaruh bagi perkembangan peserta didik, selain memberi ilmu pengetahuan. Tugas yang berat harus dilaksanakan oleh seorang guru. Apakah kebijakan pemerintah sudah tepat atau malah membebani tugas pokok guru yang seharusnya fokus menyampaikan materi pelajaran, membangun karakter yang berakhlak? Sekarang ini, tugas guru malah cenderung untuk menyusun laporan, membuat administrasi yang begitu banyaknya. Akhirnya terjadi banyak kasus guru yang meninggalkan kelas, karena untuk mengerjakan administrasi yang menumpuk. Dalam penelitian ini, the researcher menggunakan 20 (dua puluh) sample guru yang sudah menjadi Civil Servant. Banyak dari mereka yang mengeluh dengan tugas administrasi yang terlalu banyak, karena sangat susah untuk membagi waktu mengerjakan dan waktu untuk tatap muka dengan peserta didik. Para guru sangat berharap bahwa Pemerintah Indonesia merevisi kebijakannya untuk mengatur ulang agar tugas administrasi guru tidak terlalu banyak, dan tugas pokok guru dapat terlaksana dengan sesuai, yaitu bertatap muka dengan peserta didik dalam menyampaikan materi pelajaran dan membentuk kepribadian yang baik.

**Kata kunci:** *Kebijakan Pemerintah, tugas pokok guru*

### INTRODUCTION

Education is very important for human. In education the role of teacher gives many effects for students. Education is a conscious and deliberate effort to create an atmosphere of learning and the

learning process so that the students are actively developing the potential to have self-control, personality, intelligence, moral, and skills needed, communities, and nations. Education in general is any planned effort to influence others, whether

individuals, groups, or the community, so that they do what is expected by the education practitioners. (Notoatmodjo. 2003: 16).

To improve the quality of national education, the government and the private sector are expected to be able to provide adequate educational facilities and infrastructures, starting with the development of sturdy school buildings, classrooms that are comfortable with the capacity of students, providing supporting books, library space, laboratories, and so on with the aim to support the smooth running of educational programs especially those relating to the learning process.

Improving the quality of teachers is also an effort in realizing the quality of national education. Teachers are required to be professional in educating their students. In accordance with Law no.14 of 2005 on improving the qualifications and certification of teachers and lecturers, Teachers must meet the qualifications and competencies set by the current government, namely for the next year the government sets academic qualifications for teachers through tertiary education up to undergraduate or diploma four (D-IV) programs. Teachers or educators are also required to have professional competence which includes pedagogical competence, personal competence, social competence and professional competence.

Teachers are ideal educators in education. They touched the personal lives of students, by students is often used as a role model, even figures of self-identification. On the other hand, teachers must also understand and appreciate the graduate school as a form of children. The results are expected by the public in accordance with the philosophy of life and the values are espoused by the nation of Indonesia. It is inevitable that the role of teachers in educating students to be one measure of success in school education. Good education system has always put teachers as a good educator.

Teachers are not only required to deliver any material, but also a source of inspiration, guidance and reference to be social behaviour. Teachers become that never run out of ideas and ways to educate students. In regard to the learning process the teacher should be able to direct and guide the students to be active in teaching and learning activities. Teacher must to create a good interaction between teachers and students and students to students.

According to Law no.14 of 2005 concerning teachers, the teacher is a professional educator with the main task of educating, teaching, guiding, directing, training, assessing and evaluating students in early childhood education through formal channels of basic education and secondary education. Then PP No. 19 of 2005 Article 28 (paragraph 3) also mentioned learning agents at the level of primary and secondary education and early childhood education, which includes:

- a. Pedagogical Competence.
- b. Personality Competencies.
- c. Professional Competence.
- d. Social Competence.

According to Law No. 14 of 2005, article 8 is the teacher must have academic qualifications, competence, teacher certification, physically and mentally healthy, and have the ability to realize the National Education Objectives (Yamin, 2006:2).

Teachers are currently busy with many administrative matters, not only their own administration, but also school administration, additional tasks besides the teacher, such as becoming a curriculum, student, etc. Administration is a guideline as a supporting material for activities that include one's professionalism. While what is meant by teacher administration is a professional grip as supporting material in teaching activities of teaching staff in schools. In carrying out his professionalism, a teacher always prepares or plans something that includes learning activities along with the data needed in the

scope of schools and students.

In an administration this teacher has many functions that contain as a supporting device to support the learning process both technical and non-technical. Teacher administration also has many types, following below we describe one by one regarding the list or type of teacher administration in general:

1. Learning Activities Program book, which includes:
  - a. Lesson Plan (RPP).
  - b. Agenda of Daily learning.
2. Student Attendance Book, which includes:
  - a. Student data enclosed with information (date of birth, address, weight / height, data in family and hobbies).
  - b. Parents' data which are accompanied by information (address, education status and occupation).
  - c. Student attendance data.
3. Score book, which includes:
  - a. Value Per Subject (daily scores, tests, assignments, midterm, final exam and final grades).
  - b. Value of Student Characteristics.
  - c. Extracurricular Value.
4. Student Mutation Book.
5. Class Inventory Book.
6. Activity Book.
7. Guidance and Counselling Book.
8. Genesis book.
9. Class Guest Attendance Book
10. Evaluation Book, which includes:
  - a. List of Curriculum Achievement Targets.
  - b. List of Student Absence Graphic.
  - c. List of Absorption Graphics per subject.
11. Book Reports for Taking Reports per semester.
12. Class Admission Book.
13. Health Book.
14. Class List Book, which includes:
  - a. Teacher's Rules.
  - b. Student Rules.

c. Schedules.

d. Work Team Schedule.

e. Student Seating Plan.

f. Student attendance list per day.

15. Teacher's Handbook, and others to support the needed needs.

One of the main administrations of a teacher is to make lesson plans as mentioned in PP No. 32 of 2013 and *Permendikbud* No. 65 of 2013 that the Learning Implementation Plan (RPP) is a face-to-face learning activity for one or more meetings. The lesson plan is developed from the syllabus to direct the learning activities of students in an effort to achieve Basic Competence (KD).

There are 4 administrative tasks of teachers who are civil servants, they are; *PTK* (*Penelitian Tindakan Kelas*), *PKG* (*Penilaian Kinerja Guru*), *SKP* (*Sasaran Kerja Guru*), and *DUPAK* (*Daftar Usulan Penetapan Angka Kredit*).

In *PTK*, the teacher can research the learning practices that he or she does in class. With classroom action research, teachers can conduct research on students in terms of their interactions in the learning process in *PTK*, teachers and other parties / educational experts collaboratively can also conduct research on reflective learning processes and products in class. Most importantly, by conducting action research the teacher can improve learning practices to be more effective.

According to the Regulation of the Minister of State for Administrative Reform and Bureaucratic Reform No. 16 of 2009, teacher performance appraisal is an assessment carried out on each item of the teacher's main task activities in the context of career development, rank and position. Basically, *PKG* aims to:

1. Determine the level of teacher competence.
2. Improve the efficiency and effectiveness of teacher and school performance.
3. The basis for making decisions about teacher performance.

4. Ensuring that the teacher carries out his duties and responsibilities.
5. Be the basis for improving Master's promotion and career and other forms of appreciation.

Based on these objectives, we can conclude that the benefits of PKG are:

1. Assess teacher performance. PKG results are a profile of the teacher.
2. Calculate credit numbers. PKG activities are carried out every year (2 semesters) as part of career development and promotion of teachers for promotion and functional positions.

Based on *Permendiknas* No. 16 of 2007 and Ministry of Education Regulation No. 27 of 2008 there were 4 Teacher competencies with 14 sub-competencies (for subject teachers) and 17 sub-competencies (for BK / Counsellor Teachers). These 4 competencies cover 3 main dimensions of the teacher's tasks, namely Planning, Implementation, and evaluation, which will be assessed through instruments that have been formulated by BSNP.

PKG is a teacher performance assessment which is conducted every 2 semesters. However, before the Teacher Performance Assessment is carried out, it first goes through 2 processes, namely self-evaluation and continuing professional development. Self-evaluation is carried out 4-6 weeks at the beginning of the first 2 semesters. For example, the assessment period is January - December, then the Self Evaluation is conducted in January - February during that period. The purpose of the Self Evaluation is to obtain the Teacher's profile as a basis for the school to determine the ongoing professional development activities that must be carried out by the Teacher.

One legal basis of *SKP* is *Perka BKN* No. 1 of 2013 concerning Performance Assessment of Civil Servants. *Sasaran Kerja Pegawai* (SKP) are work plans and targets to be achieved by a civil

servant. SKP is a work contract between a civil servant (read: Teacher) and his direct supervisor. Because it is a work plan, SKP preparation should be carried out at the beginning of the year of the assessment period, which is January of the current year. Not when proposing a promotion.

Performance Appraisal and Performance of Civil Servants consists of 2 aspects, namely SKP assessors (60% of total appraisals) and assessments of the civil servants work behaviour (40% of total appraisals). The planned activities (which will be filled in *SKP*) correspond to or refer to *Permenpan-RB* No. 16 of 2009 and *Permendikbud* N0. 35 of 2010.

planning activities, implementation of learning / guidance, evaluation are package assessments as a result of *PKG*. In addition, self-development activities, scientific / innovation publications, and supporting elements can be included as plans to be carried out during the assessment period. The filling out of activities in the *SKP* also refers to the number of credits per year needed by the teacher to be promoted or promoted. For example, if the teacher requires a credit score per year of 16, the planned activity undertaken should have a credit score that can later meet the credit score per year.

*DUPAK* is *Daftar Usulan Penetapan Angka Kredit*. The duplicate is proposed by the school to the Credit Score Assessment Team so that a *Penetapan Angka Kredit (PAK)* can be issued from the teacher every year. The legal basis of this *DUPAK* is *Permenpan-RB* No. 16 of 2009 and *Permendikbud* N0. 35 of 2010. Friends can read and understand it themselves. *DUPAK* material about this is quite a lot, so it must be limited for writing this time.

*DUPAK* is a list of activities that have been carried out by Master for 1 year and have a credit score. The duplicate must be accompanied by supporting physical evidence so that it can be verified and given a rating by the Assessment Team.

In fact, the administration of the

teacher has several goals, including:

1. As a learning guide, in this case provides direction for a teacher about what activities should be done, including when to do what activities should be done, including when to do the activity, how to do it. The teaching administration has been written learning plans that will be carried out by the teacher, their implementation, evaluator and follow-up.
2. As a minimum standard of teacher performance, a good teacher, in teaching activities must be planned and structured systematically, structured and well-administered. When the supervisor or even the teacher himself wants to measure his performance, by looking at the administration they have, everything can be seen. The existence of teaching administration is used as a tool to evaluate teacher performance and improve what is still lacking.
3. Improving teacher performance and as a tool for evaluating teacher performance, with the enactment of the Teacher and Lecturer Law, then one of the matters concerning the completeness of good and correct teacher administration is something that must be fulfilled so that it will be able to improve the performance of a teacher. Whereas the teacher performance evaluation tool can be seen from the completeness of the teaching administration, the first and foremost teaching supervision is to see the completeness of the teaching administration of a teacher, so that with complete teacher administration the actual performance of a teacher can be seen.

Finally, teacher performance will be of good value if all activities are carried out as well as possible. So that if a teacher carries out teaching administration activities properly and correctly, the

teacher's performance will be better.

The teacher's performance is to carry out the learning process both in the classroom and outside the classroom in addition to working on other activities, such as doing school administration and learning administration, carrying out guidance and services to students, and conducting assessments.

Teacher performance is the extent to which the success of a teacher in completing the so-called level of performance. People whose level of performance is high are called productive people and conversely people whose level of performance is low or do not reach standards are said to be unproductive.

The teachers seem to neglect their main tasks as teachers who are supposed to educate students, provide subject matter, shape the personality of students to be useful for life in the future. There are some teachers who enter the class not to deliver the material, instead they are busy with their laptops to do the administration. In fact, it is not uncommon for teachers who are busy working on administration to even leave learning activities in class, students are only given assignments without being given material first.

Actually, this is not their desire, but it has become their duty to complete administrative tasks because of government policies that burden the main tasks of teachers to divert their activities. Students become victims who do not receive proper learning materials from teachers, they are only given questions on student worksheets. Even worse, the teacher also did not have time to correct the work of students due to administrative busyness.

The case happened a long time ago. Especially with rapid technological advancements, teachers are required to adjust to the times. The presence of technology can help the work of teachers in completing their assignments, but there are also teachers who have difficulty in completing their assignments through

applications such as grades and report cards. Students assessment which covers several aspects adds to the teacher's task in providing assessment. In completing the administration also becomes piled up through the use of computers. With the current technology, even the administrative tasks of teachers are even more uncontrolled. They become difficult in educating, delivering material and forming the character of students in the class.

This matter entered into the discussion of the new Ministry of Education and Culture which was recently appointed by Indonesian President Mr. Joko Widodo. Maybe he appointed Sir Nadiem Makarim because of his success in making the Gojek application, which was so sophisticated in adapting to technological developments, but instead he gave criticism at the beginning of his speech.

In his speech at the commemoration of the National Teachers' Day at the Ministry of Education and Culture on November 25, 2019, Minister of Education and Culture, Nadiem Makarim said, "Dear Indonesian Teacher, your duty is the noblest and the most difficult. You are assigned to shape the future of the nation, but are given more rules than help. You want to help students who are left behind in class, but you are running out of time to do administrative work without clear benefits. You know very well that a child's potential cannot be measured by the results of the exam, but is forced to pursue the numbers because of the urging of various stakeholders. You want to take students out of class to learn from the world around them, but a curriculum that is so dense closes the door of adventure. You are frustrated because you know that in the real world the ability to work and collaborate will determine a child's success, not the ability to memorize. You know that every child has different needs, but uniformity has overcome diversity as a basic principle of

bureaucracy. You want every student to be inspired, but you are not given the confidence to innovate."

Based on this statement, it is clear that our Minister of Education knows the administrative burden of teachers who are very disruptive in the main tasks that are supposed to convey subject matter and shape the personality traits of students even busy with the burden of administrative tasks so much.

Students are part of the school environment. They have the right to get subject matter from the teacher in the class, but the right is deprived because of the busy schedule of the teacher doing his administrative work. This results in the ineffectiveness of the ideal learning activities. For example, there is a science teacher who will deliver material using media tools such as microscopes, but because of busy working on administration, finally students are only given an assignment. Even worse, students are told to take notes even though they already have the book.

Learning activity plans that have been made in the Lesson Plan also become inappropriate, because instead there are empty lesson hours. The teacher suddenly enters the class to ask students for daily tests. The teacher also finally did not really know the students one by one clearly. This has an impact on making value on report cards. The teacher only assesses student learning outcomes by guessing without knowing the true abilities or skills of the students.

## METHODOLOGY

This research uses quantitative research. So, the method that is used to do research is a quantitative approach. This approach tries to apply the paradigm of empiricism that understands social reality as facts that can be generalized through objective measurement. Basically, this approach is a more operational form of the empiricism paradigm which is often called

the Empirical Quantitative Approach. To take measurements, each social phenomenon is described in terms of several problem components, variables and indicators. Each variable is measured by giving different number symbols according to the category of information associated with the variable.

By using these numerical symbols, a qualitative-mathematical calculation technique is carried out so as to produce generally accepted conclusions within a parameter (Sumanto, 1995: 12).

According to Sugiyono (2001: 57) simple technique of random sampling is a sampling technique from members of the population that is done randomly without regard to strata that exist in that population.

## FINDING AND DISCUSSION

This research was conducted by random sampling method, by taking random samples in 3 (three) schools from elementary school, and 1 (one) school from junior high school. There are 4 (three) schools in the Suradadi area, Tegal Regency. The three elementary schools are; SDN Jatimulya 01, SDN Jatimulya 02, and SDN Jatimulya 03. While one junior high school is; SMPN 2 Suradadi. The total number of teachers sampled total 20 (twenty) teachers, including; each numbered 5 (five) teachers in each school.

The detail of schools and teachers is in the table as below:

Table 1:  
Table Form

No.	Schools	Total Teachers
1.	SDN Jatimulya 01	5
2.	SDN Jatimulya 02	5
3.	SDN Jatimulya 03	5
4.	SMPN 2 Suradadi	5
<b>Total</b>		<b>20</b>

There are 4 (four) tables of the result of research. The result of research from the 4 (four) schools as below:

Table 2:  
Table Form SDN Jatimulya 01

No	Category			Total Teachers
	Often leaving class	Sometimes leaving class	Never leaving class	
1.	3	2	-	5
%	60%	40%	-	100%

Based on the table above, the teachers that often-leaving class are 3 (three), and the percentage is 60%. That showed that in SDN Jatimulya 01 from 5 (five) total teachers are too busy to teach the students in the class, but they do the administrations.

The teachers that sometimes-leaving class are 2 (two) or 40%. They are also busy, because of doing administration work. The last one is the teacher never leaving the class is 0 (zero). the most disturbing administrative tasks according to the three teachers are the preparation of *PTK*, daily journals, especially when dealing with the administration of learning. there are also teachers who also have the task of making *Dapodik* reports, *BOS* reports and so on.

Table 3:  
Table Form SDN Jatimulya 02

No	Category			Total Teachers
	Often leaving class	Sometimes leaving class	Never leaving class	
1.	3	2	-	5
%	60%	40%	-	100%

On the table number 3, there are 3 (three) teachers that often-leaving class, 2 (two) teachers that sometimes-leaving class, and 1 (one) teacher that never leaving class. The two teachers that often-leaving class because of 1 (one) teacher is also as an operator of school, and 1 (one) teacher do

administration tasks that become Civil Servant teacher do.

The 2 (two) teachers that sometimes-leaving class are the same, because they are Civil Servant and must do the administration tasks, such as *PTK*, *PKG*, etc. sometimes the teacher cannot manage the time to teach the students in the class, and sometimes the teacher can manage the time to do administration tasks.

Table 4:  
Table Form SDN Jatimulya 03

No	Category			Total Teachers
	Often leaving class	Sometimes leaving class	Never leaving class	
1.	3	1	1	5
%	60%	20%	20%	100%

The result of the table number 4 from SDN Jatimulya 03, we can see that, from 5 (five) teachers, there are 3 (three) teachers are so busy and have no time to teach or giving the material to the students in the class, and only 1 (one) teacher that sometimes-leaving the class.

There is 1 (one) teacher that never-leaving class. The only one teacher can manage the time between do the administration tasks and teach the students in the class. The teacher finished the administration tasks at home, and spend the time to do the work, not to get on together with his family.

Table 5:  
Table Form SMPN 2 Suradadi

No	Category			Total Teachers
	Often leaving class	Sometimes leaving class	Never leaving class	
1.	3	1	1	5
%	60%	20%	20%	100%

Based on the table above, there are 3 (three) teachers that often-leaving class, 1 (one) teacher that sometimes-leaving class,

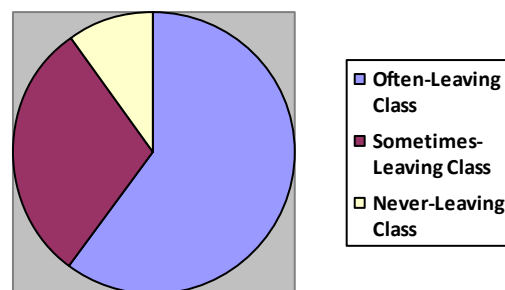
and 1 (one) teacher that never-leaving class to do the administration tasks. There are 3 (three) teachers that often-leaving class because of doing administration tasks such as; *PTK* (*Penelitian Tindakan Kelas*), *PKG* (*Penilaian Kinerja Guru*), *SKP* (*Sasaran Kerja Guru*), and *DUPAK* (*Daftar Usulan Penetapan Angka Kredit*).

One teacher is also as Curriculum section in the school. The teacher is always make schedule the lesson, additional lesson, and extracurricular to adapt the other teachers time in order to the time is not collide.

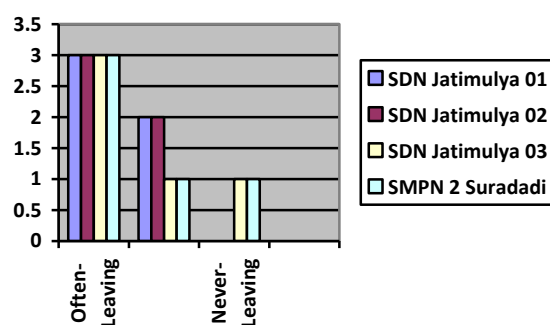
Table 6:  
Table Form Recap

No	Category			Total Teachers
	Often leaving class	Sometimes leaving class	Never leaving class	
1.	12	6	2	20
%	60%	30%	10%	100%

Graphic 1:  
Graphic Form



Graphic 2:  
Graphic Form





Based on the tables and graphics above, most of teachers leaving class to finish the administrations. There are 12 (twelve) teachers that often-leaving the class, and there are 6 (six) teachers who just sometimes-leaving class to do the administrations. They did not teach and give the lesson to the students in the classroom, but they even concerned with additional tasks or administrative tasks, both for personal administration and school administration.

There are just 2 (two) teachers that never-leaving class to do the administration tasks, but they spend their time at home to finish the administration tasks. The both teachers complain that they rarely have the time to get on together with the family.

They also objected to the administrative tasks which were a burden on the teacher's main tasks. Especially for teachers who also work as School Operators, it is clear that these teachers most often leave the classroom when learning activities.

The teachers really hope that the administrative tasks given to the teacher must be shortened so that the teacher can fulfill the task of delivering the lesson and shaping the character of the students in the class. Instead of often leaving the class for the sake of doing administrative work, both administrative tasks for schools and administrative tasks for their own interests. There are also teachers who want teacher administrative tasks that are not needed to be abolished, because there is too much to do. All teachers who are used as research objects also feel burdened with lesson plans that are too thick, and assessment sheets that are divided into several aspects for one student.

The students become the victim of the administration tasks that the teachers do. What the students get if they never get the material from the teachers, and just get the exercise from the teacher? It is difficult to blame the teachers because of so many

administration tasks that must be done by the teachers.

The government must pay attention to administrative tasks given to teachers to be simplified or some administration reduced or eliminated if it is not so important. The teachers also need free time at home to gather with family, not instead busy doing so many administrative tasks. Maybe they also have other activities to do, not just to do the task of merely frustration.

## CONCLUSION

The main task of the teacher who is supposed to provide subject matter, educate students, shape the character of students, but instead is busy with many administrative matters.

There are 12 (twelve) teachers that often leave the class, and there are 6 (six) teachers who just sometimes leaving class to do the administrations. They did not teach and give the lesson to the students in the classroom, but they even concerned with additional tasks or administrative tasks, both for personal administration and school administration. The teachers said that the administrations that make difficult are *PTK (Penelitian Tindakan Kelas)*, *PKG (Penilaian Kinerja Guru)*, *SKP (Sasaran Kerja Guru)*, and *DUPAK (Daftar Usulan Penetapan Angka Kredit)*.

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